

**Lynchburg 2020:** Working together, we will be a progressive community shaped by new ideas and solutions, a skilled and innovative workforce, and citizen leadership - all distinguished by responsible and traditional values, involvement, education, new technology, and quality citizen services.



As a City government, we will be on the cutting edge of change, providing a clear vision and the driving force to produce:

#### *Stable, productive, inspired families*



We will recognize the importance of families. We will succeed by having families who are stable, well educated, and fully employed in jobs that produce ample family income. Families in our community will be more healthy, more involved, more responsible, and inspired by a vision for the future. As government leaders, we can encourage this vision of the family by achieving more success in economic development strategies, ensuring a model educational system, and continuing to build a superior community environment.

#### *Dynamic economic development center*



We will be a vibrant, economic development center. We will ensure our economic success and produce business and job opportunities for all by attracting research and development facilities, expanding our manufacturing base, and becoming a significant player in the global market. The collective resources of the region must be harnessed to determine future trends and to develop a strong, progressive, highly technological economic base, assuring a heightened quality of life for our families.

#### *A superior education community*



We will be a model learning community - one that utilizes all components of education to provide our citizens with knowledge and skills to compete in an ever-changing work environment. We will lead by ensuring that our educational system is one of the best in Virginia at teaching students such basics as reading, writing, and quantitative skills to achieve their full potential. We will encourage the family's vital role and positive involvement in education, and offer lifelong learning opportunities for all citizens.

#### *A community environment second to none*



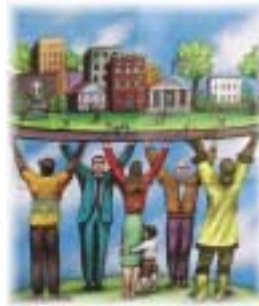
We will create a vibrant sense of community spirit among our citizenry. A sense of belonging and unlimited opportunity will keep and attract citizens who will play vital roles in economic growth, education, recreation, and community life. Active neighborhood involvement and citizen leadership will produce thriving, attractive, safe neighborhoods where all citizens are committed to work together as a community to meet the challenges which will face us. We will enhance and preserve the City's historic heritage and promote new development that is aesthetically pleasing. Housing in the City will meet the diverse needs of its citizens and be maintained in a manner that promotes the long-term stability of our neighborhoods. As the core city of the region, Lynchburg will have a well-maintained, state-of-the-art infrastructure that supports progressive development and the quality of life expected by our citizens. It will offer opportunities for the enjoyment of life - a place we can be proud to call our home.

#### *Responsive, Effective Local Government*



Realizing that government cannot provide all the solutions, we will be a responsive, effective government that brings together all parts of our diverse community and regional resources that enable citizens to address the priorities and challenges of the future. Lynchburg City government will support and enable the above vision through excellent performance of traditional local government functions, with functional innovations as may be embraced by City Council through its goals.

*Adopted January 23, 2001*



## ***OUR MISSION***

### ***Responsive, effective local government***

As a city government we agree that these vision principles will guide our decision making and actions to better serve the community.

We will:

1. Act in a manner that is trustworthy, helpful, courteous, thrifty and courageous
2. Pursue efficient and effective use of all resources
3. Ensure accountability for results
4. Be responsive to citizens and engage the community
5. Cooperate and collaborate across internal, political, geographic and public/private boundaries
6. Look to the future and explore new and more efficient ways to meet the needs of the community
7. Seek out and address root causes of problems and issues

*Operating Guidelines for Effective Council Operations****Council Policy Role***

1. The City Council is responsible for setting the policies and holding the City Manager accountable for achieving those policies.
2. Council will formulate policy by determining the broadest policies before progressing to more narrow ones.
3. Council should focus primarily on ends, while providing broad guidance regarding means so that staff can utilize their expertise and creativity. Unless instructed otherwise, staff's administrative role will ensure that:
  - Efforts are within the parameters of the Council's goals, priorities and vision principles.
  - Council is consulted on major issues and system changes.
4. The Council will be the initiator of policy, not merely a reactor to staff initiatives. Individual Council Members may bring forth initiatives that are of significance to the entire community.
5. The Council will determine desired ends and priorities (relative to other priorities) by addressing: What good? For what people? At what cost?

***Maximizing Effectiveness***

1. The Council will use the expertise of individual members to enhance the ability of the Council to make good policy decisions.
2. The Council recognizes that the expression of differences and the debate will ensure that we have good public policy. In support of this, members' opinions will be heard and respected.
3. The City Council will be open to ideas from Council Members, the administration, and staff members.

***Council-Mayor Role***

1. The Mayor will be the spokesperson for the City Council who is most called upon, without limiting other Council Members' ability to speak on issues.
2. The Mayor and Vice Mayor, because of their roles, have the greatest contact with the City Manager. However, the City Manager will offer equal access to all Council members.

***Communication***

1. Staff should provide Council with all relevant information on matters of policy, including pros and cons, alternatives, and professional recommendations, in order that Council may make an informed final decision.
2. Achieving mutual trust between Council and the City administration and between Council Members themselves should be a fundamental pursuit.
3. Open and regular communication will be used to insure that Council and the administration is informed so that no one is surprised or blind-sided.
4. Council will inform the City Manager when there is an issue meriting administrative action or decision.
5. The City Manager will insure that Council is informed about issues that have impact on a major policy area, may attract media or public attention, or affect major stakeholders.
6. When an emergency decision must be made, the Mayor/Vice-Mayor will work with the City Manager to make the best decision possible and the City Manager will insure that the rationale for the decision is immediately communicated to other Council Members.
7. Council may pass along information or request information directly from staff.
8. The City Council will regularly review progress on its collective leadership, goals, priorities and operating guidelines to insure success/relevance.

***Performance Accountability***

1. The City Manager will be evaluated on the accomplishment of City Council's stated goals.
2. Evaluation of the City Manager, City Attorney and Clerk of Council will be a collective act of the City Council.
3. Evaluation of the Internal Auditor will be a collective act of the Internal Audit Division.
4. The Council will never give instructions to persons who report to the City Manager.
5. Council will hold the City Manager accountable for staff performance and provide the City Manager with feedback about staff performance in a private setting.
6. Priorities of the City Manager will be defined by the City Council's goals and priorities in support of the vision.

*Adopted January 23, 2001*

***Create a Superior Education Community***

- Ensure adequate School building maintenance, repairs, and capital improvements
- Enhance City government and Public School leadership and cooperation
- Promote the establishment of clear directions by the School Board with implementation by the Superintendent
- Achieve and adhere to an agreed upon operational funding formula for the Public Schools
- Increase productivity while expending fewer resources

***Increased Real Estate Value***

- Reduce substandard and blighted residential and commercial structures
- Increase productivity of Code Enforcement Taskforce to eliminate blighting conditions
- Create an environment for increased development of middle income housing stock
- Identify and pursue proactive methods for establishing clear property title to abandoned properties
- Expand the partnership and increase cooperation with Redevelopment and Housing Authority and other entities that work towards providing decent and affordable housing
- Public investment in the City's infrastructure

***Fiscal Responsibility***

- Maintain or improve AA financial rating
- Improve Budget Processes
- Maintain contingency fund at \$1.2 million
- Maintain a fund balance of at least 10%
- Ensure an effective Capital Improvement Process (CIP)
- Increase the involvement of the Audit Division in departmental process improvement
- Collaborate on joint operations to eliminate duplication and increase economy of scale
- Maintain existing tax rate
- Seek a more equitable distribution of State resources

***Economic Development***

- Promote the public school system as a marketable asset for Economic Development
- Recruit and retain those businesses that support a dynamic economic development center
- [Expand the City's marketing efforts to attract and retain residents](#)

***Maintain Excellent Core Services***

- Bring targeted positions to 100% of market compensation
- Increase Information Technology to make government more cost effective
- Provide the necessary equipment for staff for efficiency and effectiveness
- Increase productivity while expending fewer resources
- Identify, analyze, and collect data to determine opportunities for combined service delivery and joint use of facilities

***Infrastructure***

- Ensure adequate City building maintenance, repairs, and capital improvements
- Ensure adequate [street and bridge maintenance, repairs, and improvements](#)

***Downtown Development/Redevelopment***

- Develop the Riverfront and Downtown in accordance with the Sasaki Plan
- Support Regional Tourism
- Increase historic revitalization [and preservation efforts](#)
- Support the Main Street Program
- Develop a central registry of events

***Council Boards & Commissions Appointees***

- [Improve recruitment and selection of Council appointees](#)

***Reduce Unfunded Mandates***

- [Work with legislators to reduce unfunded and underfunded state mandates](#)

***Families***

- Discourage teen pregnancy

*Adopted January 23, 2001, Revised October 2, 2001, Adopted with revisions December 11, 2001*



The City of Lynchburg, Virginia (the “City”) was founded by John Lynch in 1757, established as a town in 1786, and incorporated as a city in 1852. The City operates as a Council-Manager form of government and provides all municipal services to its residents.

#### Purpose of the Lynchburg Operating Budget

Lynchburg’s operating budget provides information about the annual financial plan of the City. Included in this budget document is information on the General Fund, Enterprise Funds, and other funds. The document has program descriptions that explain what City departments do, and financial tables that show the revenues, expenses, and other fiscal details of the City’s programs and activities.

#### What is an Operating Budget?

An operating budget shows how much money a city will collect to pay for the normal costs of doing its work, and how much it will spend. This proposed operating budget is the City Manager’s recommendation to the City Council on how the City should collect and spend money in Fiscal Year 2003, (July 1, 2002 through June 30, 2003). An operating budget does not include the cost of investing in major capital assets, such as a new building or an expensive piece of equipment. These costs appear in the City’s capital budget. The costs of the normal work of using and maintaining capital assets appear in the operating budget.

#### Legal Requirements for the Operating Budget

Section 14 of the City Charter requires the City Manager to act as Budget Commissioner, and as such to prepare and submit an annual budget to the City Council. Further, Section 14 states that “At such time as the Council may direct, but not later than forty-five days before the end of each fiscal year, the City Manager shall prepare and submit to the Council for informative and fiscal planning purposes only, an annual budget for the ensuing year, based upon detailed estimates furnished by the several departments and other divisions in the City government according to a classification as nearly uniform as possible. The budget shall contain such other information as may be prescribed by Council.” (Act 1960, Ch. 479, Sec. 1, p. 740)

#### Budget Process

The budget process should be responsive to the overall budget needs of the entire City government, including the fiscal policy concerns of the Council, the financial management responsibility of the City Administration, the day-to-day operating requirements of City agencies and the needs of citizens for information concerning the budget.

#### Budget Timetable

On or before April 15 each year, the City Manager submits to the City Council a proposed operating budget for the fiscal year starting July 1 and ending June 30 of the following year. The City Manager includes a budget message that explains budget issues and presents recommendations. The operating budget includes proposed expenditures and the means of financing them. Council studies the proposed budget and holds a public hearing to receive the reactions of citizens. The Council then conducts work sessions as necessary, makes final budget decisions, and adopts, or finalizes, the budget through passage of an appropriations resolution. After that, the City Manager prepares and distributes the adopted budget.

For accounting purposes, a local government is not treated as a single, integral entity. Rather, a government is viewed instead as a collection of smaller, separate entities known as “funds”. The Governmental Accounting Standards Board’s (GASB) *Codification of Governmental Accounting and Financial Reporting Standards (Codification)*, Section 1300, defines a fund as:

“A fiscal and accounting entity with a self-balancing set of accounts recording cash and other financial resources, together with all related liabilities and residual equities or balances, and changes therein, which are segregated for the purpose of carrying on specific activities or attaining certain objectives in accordance with special regulations, restrictions or limitations.”

All of the funds used by a government must be classified into one of seven “fund types”. Four of these fund types are used to account for a state or local government’s “governmental-type” activities and are known as “governmental funds.” Two of these fund types are used to account for a government’s “business-type” activities and are known as “proprietary funds.” Finally, the seventh fund type is reserved for a government’s “fiduciary activities.”

### **Governmental Funds**

Four fund types are used to account for governmental-type activities. These are the General Fund, Special Revenue Funds, Debt Service Funds, and Capital Funds.

#### *General Fund*

The General Fund is used to account for most of the day-to-day operations of the City, which are financed from taxes and other general revenues. Activities financed by the General Fund include those of line and staff departments within the City except for activities of the Enterprise Funds.

#### *Special Revenue Funds*

Special Revenue Funds are used to account for revenues derived from specific taxes or other earmarked revenue sources which, by law, are designated to finance particular functions or activities of government and which therefore cannot be diverted to other uses. The City has the following Special Revenue Funds: City/Federal/State Aid Projects, Community Development Block Grant, Urban Development Action Grant, Title XX grant, Museum System, Lynchburg Business Development Centre, Detention Home, Law Library, Highway Projects Grant, Recycling Program, Rental Rehabilitation Grant, Seized Assets, Publications, Lynchburg Expressway Appearance, Comprehensive Services Act, E-911, Home Investment Trust, Central Virginia Radio Board and Partners in Emergency Response (P.I.E.R.) Program. Following is a brief description of each of these funds:

- City/Federal/State Aid Projects Fund - Accounts for the City’s various federal and state grants for such purposes as building projects, certain social service and community development programs, and public safety.
- Community Development Block Grant Fund - Accounts for revenues received from the Department of Housing and Urban Development, which are used for various development projects to accomplish the goals of the block grant program.
- Urban Development Action Grant Fund - Accounts for federal grants and related program income for development and other improvements in the City.
- Title XX Grant Fund - Accounts for federal and state grants received for certain social services purposes.
- Museum System Fund - Accounts for revenues received in support of the City’s museums.
- Lynchburg Business Development Center Fund - Accounts for revenues received to support a local business incubator and for monies received from the Economic Development Administration for a revolving loan fund and certain other economic development assistance.
- Detention Home Fund - Accounts for revenues received to support the operations of the City’s Juvenile Detention Home.
- Law Library Fund - Accounts for fees received to support the operation of the Law Library.
- Highway Projects Grant Fund - Accounts for federal and state grants received for various highway projects.
- Recycling Program Fund - Accounts for revenues from the City’s Drop-off Recycling Program.
- Rental Rehabilitation Grant Fund - Accounts for revenues received to support administrative expenses of the Lynchburg Redevelopment and Housing Authority for the Rental Rehabilitation Program.
- Seized Assets Fund - Accounts for revenues received from the sale of confiscated assets, which are related to illegal drug sales and are used for law enforcement activities.
- Publications Fund - Accounts for revenues to be used for the purchase of Building Officials’ and Code Administration materials.

- Lynchburg Expressway Appearance Fund - Accounts for the revenues associated with beautification of the Lynchburg Expressway.
- Comprehensive Services Act Fund - Accounts for revenues received under the Comprehensive Services Act for At-Risk Youth and Families adopted by the Virginia General Assembly.
- E-911 Fund - Accounts for revenues received to support the operations and capital expenditures of the City's E-911 system.
- Home Investment Trust Fund - Accounts for revenues received from the Department of Housing and Urban Development for support of affordable housing needs in the City.
- Central Virginia Regional Radio Board Fund - Accounts for revenues received to support the operations and capital expenditures of the Central Virginia Regional Radio Board.
- Partners in Emergency Response (P.I.E.R.) Program Fund - Accounts for revenues received to support the operation of the P.I.E.R Program.
- Technology Fund - Accounts for revenues from the City's strategic partner to support the upgrade and replacement of technology equipment.

#### *Capital Funds*

The Capital Fund accounts for all resources used for the acquisition and/or construction of capital equipment and facilities by the City except those financed by the Proprietary Funds. These funds consist of the City Capital Projects, Airport Capital Projects, Sewer Capital Projects, Schools Capital Projects, Solid Waste Capital Projects, and Water Capital Projects Funds.

#### **Proprietary Funds**

Two fund types are used to account for a government's business-type activities (activities that receive a significant portion of their funding through user fees). These are the enterprise funds and the internal service funds.

#### *Enterprise Funds*

Water and Sewer, Solid Waste and Airport Funds are used to account for the acquisition, operation, and maintenance of City-owned water and sewer facilities, solid waste management, and airport operations. These funds are entirely or predominantly self-supported by user charges. The operations of these funds are accounted for in such a manner as to show a profit or loss similar to comparable private enterprises. The Airport and Solid Waste fund receives some support from the General Fund in the form of an interfund transfer.

#### *Internal Service Funds*

Internal Service Funds are used to account for the financing of goods and services provided by one department or agency to other departments or agencies, and to other governments, on a cost-reimbursement basis.

The Fleet Services Fund contains funding for maintaining the City's equipment and vehicle fleet. Each department using Fleet Services contains funding which is transferred to the Equipment Operations Fund during the year to pay for the actual cost of maintaining vehicles utilized by the department.

The Self-Insurance Fund is used to account for the self-insurance related activities including property/casualty and liability insurance.

#### **Fiduciary Funds**

These funds are used when a government holds or manages financial resources in an agent or fiduciary capacity. This single fund type is subdivided into four "subfund types" to account for various types of fiduciary obligations. These are non-expendable trust funds, expendable trust funds, pension trust funds, and agency funds.

The City's Agency Funds are custodial in nature (assets equal liabilities) and do not involve the measurement of results of operations. These funds consist of the Dental Claims and Special Welfare Funds.

#### **Lynchburg City Schools**

Federal, State and City funds support the operating needs of the Lynchburg City Schools. Capital construction needs of the schools are primarily supported by City funds with additional State funding as approved by the General Assembly.

The Lynchburg City Schools operate twelve elementary, three middle, and two high schools in the City.



**Basis of Accounting:**

Basis of accounting refers to when revenues and expenditures are recognized in the accounts and reported in the financial statements.

Governmental and fiduciary fund types utilize the modified accrual basis of accounting. Under the modified accrual basis of accounting, revenues are recognized when they become susceptible to accrual, that is, when they become both “measurable” and “available” to finance expenditures of the current period. Accordingly, real and personal property tax revenues are recorded as revenues principally on the cash basis until year end, at which time current property tax receipts received within 45 days of year end are accrued. Property taxes not collected within 45 days after year-end, net of allowances for uncollectible accounts are reflected as deferred revenues.

Intergovernmental revenues, consisting principally of categorical aid from federal and state agencies are recognized when earned or at the time of the specific expenditure. Sales and public utility taxes, which are collected by the Commonwealth of Virginia and public utilities, respectively, and subsequently remitted to the City, are recognized as revenues and receivables when measurable and available.

Expenditures in governmental funds are generally recognized under the modified accrual basis of accounting when the related fund liability is incurred. The exceptions to this general rule are principal and interest on general long-term debt, which are recognized when due.

Proprietary fund types utilize the accrual basis of accounting. Revenues are recognized when earned, including unbilled utility receivables and expenses are recognized when incurred.

**Basis of Budgeting:**

The budgets for the General, Airport, Sewer, Solid Waste, Water and Capital Projects Funds are prepared in accordance with the City Charter on a cash basis. Revenues, expenditures, and operating transfers related to internal service type functions are included for budget purposes.

Project budgets are utilized in the Capital Funds. All General Fund appropriations which are not encumbered lapse at year end. Appropriations for the Capital Funds are continued until completion of applicable projects, even when projects extend for more than one fiscal year, or until repealed.

**Encumbrances**

Encumbrance accounting is a process in which purchase orders, contracts, and other commitments for the expenditure of monies are recorded in order to reserve that portion of the appropriation for future expenditure. Encumbrances are treated as a reservation of fund equity and reappropriated in the next fiscal year.

**Amending the Budget:**

The City Manager’s Office is authorized to transfer budgeted amounts between departments within any fund; however, any revisions that alter the total budget amounts and /or appropriations of any fund require an amendment to the budget. The Code of Virginia requires that City Council approve any amendment. If the proposed total amendment exceeds either \$500,000 or one percent of the total budgeted revenue, the request also must be advertised and a public hearing must be held before City Council can act. After obtaining input from citizens, City Council may amend the budget.

**The Relationship Between the Budget and the Capital Improvement Program:**

The City also prepares a six-year Capital Improvement Program (CIP). The CIP specifies capital improvement or construction projects, which are tentatively identified for funding during the next six years, with the first year of the plan serving as the capital budget. General obligation bonds, revenue bonds, and low interest as well as no-cost loans from the State government are the primary means for funding capital improvements. Additionally, “pay-as-you-go financing” (cash) may be used to provide capital funding. Restricted sources from user fees such as the Passenger Facility Charge on airfares are another source of funding for Airport Capital Improvements. A debt service schedule for all bonds and loans is included in the Budget and CIP summaries by Fund.



October:

- ❖ Preliminary revenue estimates.
- ❖ Budget packages are sent to City departments.
- ❖ Budget kickoff meeting held for departmental budget contacts.

November/December:

- ❖ Initial budgetary request packages are received from departments.
- ❖ Letters sent to Constitutional offices and outside agencies regarding funding consideration.

February/March:

- ❖ Budget formulation proceeds within the City administration, including meetings with departments.
- ❖ Revenue estimates are finalized.

Mid-March:

- ❖ The *Proposed Budget* is presented to City Council.
- ❖ Budget work sessions are scheduled with City Council.

Late March:

- ❖ The City advertises in the local newspaper the date and time of the public hearing on the proposed budget. Included in the advertisement are any required legal notices concerning increases in taxes.

Mid-April :

- ❖ Public hearing on *Proposed Budget* is held.

May (first Council meeting):

- ❖ Introduction of budget appropriation ordinance.

May (second Council meeting):

- ❖ Second reading of budget appropriation ordinance for adoption of the Operating Budget and Capital Improvement Program.

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**Adopted budget** - The budget approved by City Council and enacted by way of a budget appropriation ordinance.

**Airport fund** - Supports the operation and maintenance of the Regional Airport. This fund is intended to operate on a self-sustaining or enterprise basis.

**Appropriation** - The legal authority granted by City Council to expend or obligate funds for a specific purpose. Appropriations may be adjusted during the fiscal year, either up or down, by amendment of City Council.

**Assessment** - The official valuation of property for purposes of taxation.

**Assessment ratio** - The ratio which the assessed value of a taxed item bears to market value of that item. In the City of Lynchburg, real estate is assessed every other year at market value.

**Basis of accounting** - A term used to refer to when revenues, expenditures, expenses, and transfers, and the related assets and liabilities are recognized in the accounts and reported in the financial statements.

**Beginning balance** - Unexpended funds from the previous fiscal year, which may be used to fund expenditures during the current fiscal year. This is also referred to as fund balance.

**Blue Ridge Regional Jail Authority** - The Blue Ridge Regional Jail Authority, (the "Authority"), was created by member jurisdictions for the purpose of developing and operating a regional jail system by acquiring, renovating and expanding certain existing jail facilities and constructing additional jail facilities. The member jurisdictions are the cities of Lynchburg and Bedford and the counties of Halifax, Bedford, and Campbell. The Authority began operating the existing jail facilities in the member jurisdiction on July 1, 1998. The City sold its existing jail facilities to the Authority during fiscal year 1997. A new central jail facility was constructed in Lynchburg and opened in FY2000. It is owned and operated by the Authority. Each member jurisdiction pays a per diem charge for each day that one of its prisoners is at any Regional Jail Facility. In accordance with the Service Agreement, the Authority has divided the per diem charge into an operating component and a debt service component. The per diem charge is based upon an agreed upon number of prisoner days, and is subject to adjustment at the end of each fiscal year.

**Bond** - A written promise to pay a specified sum of money (called the principal) at a specified date in the future, together with periodic interest at a specified rate. In the budget document, these payments are identified as debt service. Bonds may be used as an alternative to tax receipts to secure funding for long-term capital improvements. General Obligation Bonds are debt approved by City Council to which the full faith and credit of the City is pledged. The State Constitution mandates that taxes on real property be sufficient to pay the principal and interest of such bonds.

**Budget** - A plan for the acquisition and allocation of resources to accomplish specified purposes. A plan of financial operation comprising an estimate of proposed expenditures for a fiscal year and the proposed means of financing those expenditures (revenues). The term may be used to describe special purpose fiscal plans or parts of a fiscal plan, such as "the budget of the Police Department or the Capital Budget" or may relate to a fiscal plan for an entire jurisdiction, such as "the budget of the City of Lynchburg."

**Budget document** - The official written statement that presents the proposed budget.

**Budget message** - A general discussion of the proposed budget presented to City Council by the City Manager as a part of or supplement to the budget document. The budget message explains principal budget issues against the background of financial experience in recent years, and presents recommendations made by the City Manager.

**Budget ordinance** - The official enactment by City Council to establish legal authority for the obligation and expenditure of resources.

**Budget schedule** - The key dates or milestones that the City follows in preparing and adopting the budget.

**Budgetary control** - A mechanism whereby expenditures are monitored to ensure compliance with legal provisions embodied in the annual appropriated budget approved by City Council.

**Calendar year** - Twelve months beginning January 1 and ending December 31.

**Capital Improvement Program** - A six-year plan for public facilities, which results in construction or acquisition of fixed assets, primarily buildings and infrastructure needs such as street repaving. The program also includes funding for parks, sewers, sidewalks, major equipment, and major items of capital equipment related to the new facilities.

**Capital Funds** - Funds defined by the State Auditor of Public Accounts, consisting of subfunds to account for the acquisition and/or construction of major capital facilities.

**Cash Management** - A conscious effort to manage cash flows in such a way that interest and penalties paid are minimized and interest earned is maximized. Checks received are deposited the same day, bills are paid no sooner than the due date unless discounts can be obtained by paying earlier, future needs for cash are determined with exactness and cash-on-hand not needed immediately is invested in short-term interest-bearing investments.

**Dedicated Revenue** – Revenue specifically designated by the Federal or State government to be used for specific programs in the City.

**Department** - An entity within the City organization, established either by State Code or identified need, for the administration of specifically related duties or responsibilities. A department head is responsible for all expenditures and other activities assigned to that department.

**Depreciation** - The process of estimating and recording the lost usefulness, expired useful life, or diminution of service from a fixed asset that cannot or will not be restored by repair and must be replaced. The cost of the fixed asset's lost usefulness is the depreciation or the cost to the reserve to replace the item at the end of its useful life.

**Disbursement** - A cash payment to an outside party, or a transfer of funds to another accounting entity within the City's financial system.

**Division** - For manageability and accounting purposes, some departments are further divided into smaller units of control, called divisions. For example, the Streets Division is part of the Department of Public Works.

**Encumbrance** - A reservation of funds for an anticipated expenditure prior to actual payment for an item. Funds usually are reserved or encumbered once a contracted obligation has been entered into for an item, but prior to the cash payment actually being dispersed.

**Enterprise fund** - A type of proprietary fund used to account for the acquisition, operation, and maintenance of governmental facilities and services that are entirely or predominantly self-sustaining. This type of fund is defined by the State Auditor of Public Accounts and consists of subfunds to account for operations that are financed and operated in a manner similar to private business enterprises. Costs of providing goods or services are financed or recovered, at least in part, through user charges.

**Expenditure** - The authorized paying out of City funds for charges and expenses. Expenditures include payment in cash for current operating expenses, and debt service.

**Fiscal Year** - A year-long accounting period. For the City of Lynchburg, the fiscal year is from July 1 to June 30 of the following year.

**Fixed Assets** - Assets of long-term character which are intended to continue to be held or used by the City, including land, buildings, machinery, and other equipment.

**Fringe Benefits** - The fringe benefit expenditures included in the budget are the City's share of an employee's fringe benefits. Fringe benefits provided by the City include: FICA taxes (Social Security), health insurance, life insurance, retirement, unemployment insurance, and worker's compensation insurance.

**Fund** - A fiscal and accounting entity with a self-balancing set of accounts which is segregated for the purpose of carrying on specific activities or attaining certain objectives in accordance with special regulations, restrictions, or limitations.

**Fund balance** - Resources, which, at year's end, have exceeded requirements and have not been designated for any specific use. These funds are not appropriated for expenditure. The unrestricted fund balance is a reserve for unanticipated emergencies and is targeted at approximately 10% of net operating revenues.

**General Accepted Accounting Principles (GAAP)** - Uniform minimum standards and guidelines for financial accounting and reporting. GAAP encompasses the conventions, rules and procedures necessary to define accepted accounting practices.

**General Fund** - A fund type used to account for all revenues and expenditures of the City not required to be accounted for in other funds. Revenues are derived primarily from property taxes, local sales tax, utility taxes, licenses, permits, user fees, and other sources. General Fund expenditures finance the daily operations of the City and include the costs of general government activities, transfers to other funds, and debt service requirements. Included in the General Fund are the groups and programs discussed in that section of this budget.

**Industrial Development Authority** - Under the Code of Virginia, City Council passed an ordinance on March 14, 1967, which created the Industrial Development Authority of the City of Lynchburg (the "IDA"). The IDA was established to promote industry and develop trade within the City. The IDA is governed by a board of seven directors appointed by City Council; however, City Council is not financially accountable for the IDA.

**Intergovernmental Revenues** - Revenues from other governments, such as the State and Federal government in the form of grants, entitlements, shared revenues, or payments in lieu of taxes.

**Investment Earnings** - Revenue earned on investments with a third party. The City uses a pooled cash system, investing the total amount of cash regardless of fund boundaries. The interest earned is then allocated back to individual funds by average cash balance in that fund.

**Internal Service Fund** - A type of proprietary fund used to account for the financing of goods or services provided by one City program to other City programs, or to other governments, on a cost-reimbursement basis.

**Lease-Purchase Agreement** - An agreement that conveys the right to property or equipment for a stated period of time. It allows the City to spread the cost of the acquisition over several budget years.

**Line Item** - A specific expenditure category within a department budget. For example, supplies and materials, utilities, or gasoline/diesel.

**Maturities** - The dates on which the principal or stated values of investments or debt obligations become due and/or may be reclaimed.

**Non-dedicated Revenue** – Revenue that can be used at the City's discretion.

**Operating Expenses** - The portion of the budget pertaining to the daily operations that provides basic governmental services. The operating budget contains appropriations for such expenditures as supplies and materials, utilities, and gasoline/diesel fuel.

**Personal Services** - A category of expenditures which primarily covers wages, salaries, overtime, and fringe benefit costs paid to or on behalf of City employees.

**Personnel (FTE)** - Full-time equivalents; the total count of full-time and part-time classified personnel in a department or sub-department. Part-time classified personnel are shown as a percentage of a full-time position. In addition, sub-departments may share a full-time classified position. Wage employees are not included in this count.

**Playlot** - A City of Lynchburg term meaning a small park (a block at most) usually serving a neighborhood with very limited recreational facilities.

**Position** - A group of duties and responsibilities, as prescribed by an office or agency, to be performed by a person on a full-time, part-time, or seasonal basis.

**Proposed Budget** - The budget recommended for adoption by the City Manager to City Council.

**Real Property** - Real estate, including land and improvements (buildings, fences, pavements, etc.) classified for purposes of assessment.

**Reserve** - Each fund has one or more reserve accounts. These accounts contain funds that have been set-aside for a specific purpose or use, but that have not yet been appropriated for use.

**Revenue** - Government income including but not limited to taxes, permits, fees, licenses, fines, and grants, and also payments from other governmental entities.

**Sewer Fund** - Consists of the operating budget of the sewer and wastewater treatment programs of the City. Revenues from the operation, such as user fees sustain this fund.

**Solid Waste Management Fund** - Consists of solid waste collection, the City landfill operation and the drop-off recycling program. Revenues from the users of the services sustain this fund.

**Tax Base** - The aggregate value of the items being taxed. The base of the City's real property tax is the assessed value of all real estate in the City.

**Tax Rate** - The level of taxation stated in terms of either a dollar amount (e.g., \$1.11 per \$100 assessed valuation), or a percentage of the value of the tax base (i.e., 4.5 percent sales tax). City Council fixes property tax rates when the budget for the coming fiscal year is approved.

**Unencumbered Balance** - The amount of an appropriation that is neither expended nor encumbered. It is essentially the amount of money still available for expenditures.

**Water Fund** - Consists of the operating budget of the water program of the City. This fund depends on the specific revenues generated by this operation, such as user fees or contracts to supply water to entities.

*Definition of Categories*

**Personal Services** – Compensation for direct labor of persons in the employment of the City; salaries and wages paid to employees for full-time, part-time and temporary work, including overtime and similar compensation.

**Group Life Insurance** – Payments for both employer and employee portions of premiums for employees' life insurance coverage.

**Virginia Retirement System** – Payments for both the employer and employee portions of premiums for employees' retirement.

**Employers' FICA Contribution** – Payments for employer's share of contribution into the Social Security program.

**Workers' Compensation Claims** – Payments for authorized claims involving injuries.

**Group Hospitalization** – Payments made for employer's share of insurance for full-time, classified employees.

**Unemployment Compensation** – Benefits paid for unemployment claims.

**Tuition Reimbursements** – Reimbursement to employees to assist with payment for college or other courses related to City work functions.

**Clothing Allowance** – Costs associated with cash payments to employees (police, fire, public works) for clothing allowance as a fringe benefit.

**Supplies and Materials** – Expendable items used in daily operations of departments. Examples are office stationery and paper, cleaning and janitorial items and postage.

**Chemicals** – Substances used in City operations such as water treatment. This account category includes chlorine, alum, lime, and snow removal chemicals.

**Gasoline/Diesel Fuel** – Charges for the purchase of gasoline and diesel fuels for municipal vehicles.

**Internal Services** – Used to account for charges from an internal service fund of the City such as fleet services.

**Equipment Replacement & Additions** – Includes items such as furniture, printers and file cabinets.

**Rental and Leases** – Includes rentals and lease/purchase of real and personal property.

**Utilities** – Includes telephone, electricity, natural gas, heating oil, water and sewer.

**Insurance** – Payments for insurance premiums.

**Building and Grounds Maintenance** – Items necessary to repair and maintain City structures and grounds.

**Contractual Services** – Services acquired on a fee basis or a fixed time contract basis from outside sources (e.g., private vendors, public authorities or other governmental entities). Includes equipment maintenance from outside vendors.

**Training and Meetings** – Payment for training and meetings of City employees that are pertinent to the performance of their duties with the City.

**Public Assistance** – Financial assistance on behalf of needy persons.

**Miscellaneous Expenses** – Items not categorized above such as dues and memberships and employee mileage allowances.

**Debt Service** – Payment of principal and interest on the City's long-term debt.

**Operating Transfers** – Authorized transfers from a fund receiving revenue to the fund through which the resources are to be expended.



<i>Policy I</i>	<i>Fund Balance</i>	Adopted August 10, 1999 Reaffirmed November 14, 2000
<i>Policy II</i>	<i>Debt Management</i>	Adopted August 10, 1999 Reaffirmed November 14, 2000
<i>Policy III</i>	<i>Budget Policy</i>	Adopted November 14, 2000
<i>Policy IV</i>	<i>Investment Policy</i>	Adopted September 25, 2001



**Introduction**

The primary objective of sound financial management policies is for the City Council to create a framework within which financial decisions can be made. These financial management policies are a statement of the guidelines and goals that influence and guide the financial management practices of the City of Lynchburg. Financial management policies that are adopted, adhered to, and regularly reviewed are recognized as the cornerstone of sound financial management. Sound financial management policies:

- Contribute significantly to the City's ability to insulate itself from fiscal crisis and economic disruption.
- Enhance short term and long term financial credit ability by helping to achieve the highest credit and bond ratings possible.
- Promote long-term financial stability by establishing clear and consistent guidelines.
- Direct attention to the total financial picture of the City rather than single issue areas.
- Promote the view of linking long-term financial planning with day to day operations.
- Provide the City Council and citizens a framework for measuring the fiscal impact of government services against established fiscal parameters and guidelines.
- Ensure that the organization is sufficiently resourced to perform mandated responsibilities.
- Provide a foundation for evaluating financial analysis and condition.

*Policy 1 - Fund Balance* (Adopted August 10, 1999, reaffirmed November 14, 2000)

**General Fund**

- The City of Lynchburg's Undesignated General Fund Balance will be maintained at a level to provide the City with sufficient working capital and a comfortable margin of safety to address emergencies and unexpected declines in revenue without borrowing.
- The City shall not use the Undesignated General Fund Balance to finance recurring operating expenditures.
- The City will maintain a minimum Undesignated General Fund Balance equal to 7% of General Fund revenues, with a targeted goal of Undesignated General Fund Balance equal to 10% of General Fund revenues. In the event the Undesignated General Fund Balance is used to provide for temporary funding of unforeseen emergency needs, the City shall restore the Undesignated General Fund Balance to the minimum of 7% within 2 fiscal years. If the Undesignated General Fund Balance falls below the target of 10%, the City shall restore the Undesignated General Fund Balance to the 10% target within 5 fiscal years. This will provide for full recovery of the targeted Undesignated General Fund Balance within 5 years following the fiscal year in which the event (or events) occurred.
- Funds in excess of the targeted 10% fund balance may be considered to supplement "pay as you go" capital outlay expenditures, other nonrecurring expenditures or as additions to fund balance.
- A contingency Budget of approximately 2% of departmental and non-departmental appropriations, will be appropriated annually for unanticipated needs and/or revenue shortfalls

**Enterprise Funds****Water Operating Fund**

- Minimum ending fund balance shall not be less than 25% with a target balance of 40% of total fund appropriations.
- Funds in excess of the annual requirements may be considered for "pay as you go" capital outlay expenditures, other non-recurring expenditures or funding of necessary reserves.
- A rate review will be conducted at least every two years.

**Sewer Operating Fund**

- In accordance with the Virginia Department of Environmental Quality Special Order for the correction of the Combined Sewer Overflows, the maximum ending fund balance shall not exceed 25% of total fund expenditures; however, the City shall endeavor to maintain a fund balance as close to 25% as practicable.
- As provided by the Special Order, any excess funds will be directed to "pay as you go" capital outlay expenditures.
- A rate review will be conducted at least every two years.

**Solid Waste Management Operating Fund**

- Minimum ending fund balance shall not be less than 25% with a target balance of 40% of total fund appropriations.
- Funds in excess of the annual requirements may be considered for "pay as you go" capital outlay expenditures, other non-recurring expenditures, or funding of necessary reserves.
- A rate review will be conducted at least every two years.

*Policy II - Debt Management (Adopted August 10, 1999, reaffirmed November 14, 2000)*

**Tax-Supported Debt**

- The City will not use long-term debt to fund current operations and will continue to utilize “pay as you go” capital financing when feasible.
- The City will not use short-term borrowing to fund current operations.
- Whenever the City finds it necessary to issue tax-supported bonds, the following policy will be adhered to:
- Tax-supported bonds are bonds for which funds used to make annual debt service payments are derived from tax revenue of the City of Lynchburg. General Obligation Bonds issued for self-supporting enterprise funds are not included in calculations of tax-supported bonds.
- The term of any bond issue will not exceed the useful life of the capital project/facility or equipment for which the borrowing is intended.
- Annual debt service expenditures for tax-supported debt should not exceed 10% of the following: Total General Fund Expenditures plus (a) transfers to the School Operating Fund and (b) Reserve Allocations.
- Total tax-supported debt will not exceed 5% of the net assessed valuation of taxable property in the City of Lynchburg.
- Total tax-supported debt per capita should not exceed \$2,000.

**Revenue-Supported Debt**

- Whenever the City finds it necessary to issue revenue-supported bonds, the following guidelines will be adhered to:
- ◆ Revenue-supported bonds are defined as a bond in which the debt service is payable solely from the revenue generated from the operation of the project being financed or a category of facilities (i.e. water, sewer, solid waste).
- ◆ The term of any revenue-supported bond issue will not exceed the useful life of the capital project/facility or equipment for which borrowing is intended.
- ◆ Revenue-supported bonds will be structured to allow equal or declining annual debt service payments over a term not to exceed the life of the project being financed. For those revenue supported bonds issued to the Virginia Revolving Loan Fund annual debt service payments shall not exceed twenty years.
- For any enterprise fund issuing revenue-supported bonds, net revenues available for debt service shall not be less than 1.2 times annual debt service for each fiscal year. Net revenues available for debt service will be calculated as operating income, plus depreciation and amortization and plus interest income. Debt service will include all debt service paid by the respective fund; however, the principal portion of any bond anticipation notes or other short-term financing should be excluded.

*Policy III - Budget Policy (Adopted November 14, 2000)*

**Budget Policies**

- Adopt a balanced budget in accordance with all legal requirements.
- Use a structured budget preparation and formulation process for all departments and agencies receiving funding from the City.
- Annual Departmental budgets shall be managed within the total appropriated budget for each fiscal year.
- All operating budget appropriations shall lapse at the end of the fiscal year to the extent that they are not expended or encumbered, with the exception of year-end carry-forward items approved by City Council.
- The budget shall be adopted by the favorable vote of a majority of members of City Council.
- The Vision, Goals and Strategic Plan of the City Council as well as the Comprehensive Plan will serve as the framework for the budget proposed by the City Manager.
- The fiscal year for the City is July 1 to June 30 as defined by the Lynchburg City Code, Section 18-1.
- Use one-time revenue gains for one-time expenditures only.
- A General Fund Reserve for Contingencies shall be used as a source of funding for unanticipated funding adjustments and/or requests during the budget year. The Reserve for Contingencies is limited to one-time expenditures and shall not be considered a source for recurring expenditures.

**Reserves***Reserve for Strategic Initiatives*

Recurring funds are dedicated to support economic development activities and emerging projects and activities in the Reserve for Strategic Initiatives. Fifteen percent (15%) of General Fund recurring revenue growth excluding any one-time revenues and any debt service savings resulting from bond refinancings of City capital projects shall be dedicated annually to this reserve. One-third of the balance of this reserve shall be used for economic development activities, and two-thirds shall be used for emerging issues. (Sec. 18-100.2, Lynchburg City Code)

**Capital Improvement Program**

- Prepare and update annually a six-year Capital Improvement Plan that serves as the basis for annual capital appropriations and debt financing requirements.
- Determine debt service requirements and funding needs for schools and City government based on the adopted Capital Improvement Plan (CIP).
- Confine long-term borrowing to major capital improvements (minimum of 20-year life and at least \$25,000 in project costs).
- Limit short-term borrowing to bond anticipation purposes and major equipment leasing.
- Capital project appropriations shall lapse upon project completion that allows for an adequate warranty period.

**Budget Process****Preparation**

- Encourage public participation in the budgetary process.
- Evaluate the Real Estate Tax Relief Program bi-annually with the real estate reassessment to ensure that the program is consistent with the rate of growth in real estate.
- Incremental operating costs associated with capital projects should be funded in the operating budget after being identified and approved in the Capital Improvement Program.
- The City will avoid dedicating revenue to a specific project or program because of the constraint this may place on flexibility in resource allocation.
- The City Manager will prepare a Recommended Budget annually for City Council review that serves as a financial plan for the fiscal year. The Recommended Budget shall contain the following information:
  1. A budget message that outlines the proposed revenue and expenditures for the upcoming fiscal year together with an explanation of any major changes from the previous fiscal year. The budget message should also include any major changes in financial policy.
  2. Charts indicating the major revenues and expenditures in each major fund (General, Water, Sewer, Airport and Solid Waste) as well as changes in fund balance for all funds.
  3. Summaries of proposed expenditures by function, department and activity.
  4. A schedule of requirements for the principal and interest of each bond issue.
  5. The budget appropriation ordinance including the tax levy.
  6. A three-year history of revenues and expenditures to include the prior year actual, current year adopted budget and estimate, and proposed budget for each major fund.
- The City Council and School Board shall hold a joint public hearing on the budget submitted by the City Manager and all interested citizens shall be given an opportunity to be heard on issues related to the proposed budget.
- The budget process will be coordinated in a way that major policy issues are identified for City Council several months prior to consideration of budget approval. This will allow adequate time for appropriate decisions and analysis of financial impacts.
- City staff will evaluate all expenditures and revenues as compared to budget and make recommendations to City Council regarding possible adjustments following six months of actual revenue and expenditure experience.

**Implementation**

- Reapply a portion of returned, unexpended budgetary appropriations from current budget to fund service improvements in the upcoming budget year according to priorities in the following order:
  1. Service improvements, which are absolutely required by mandates of the state or federal governments.
  2. Essential but non-mandated service improvements.
  3. One-time service improvements.
  4. Other recurring service improvements.

The City Manager will forward to the City Council's Finance and Planning Committee a quarterly financial report identifying meaningful trends in both revenues and expenditures for the General Fund, Water and Sewer Funds, Airport Fund, and Solid Waste Fund.

- The City should annually apply for the Government Finance Officers Association Distinguished Budget Presentation Award beginning with the FY2001-2002 budget.
- Following the public hearing, City Council may adjust the proposed budget. In instances where City Council increases the total proposed expenditures, it shall also provide a source of revenue at least equal to the proposed expenditure.

*Policy IV - Investment Policy (Adopted September 25, 2001)*

### **I. Policy Statement**

It is the policy of The City of Lynchburg, Virginia ("the City") that the investment and administration of its funds be made in accordance with the Code of Virginia Investment of Public Funds Act, the applicable provisions of any outstanding bond indebtedness, and this policy. It is the intent of the City to be in complete compliance with all applicable federal, state and local laws, and other regulations and statutes governing the investment of public funds. Within those parameters, the goal of this policy is to achieve the highest rate of return that is reasonable. The City will establish an Investment Committee consisting of the City Manager, Deputy City Manager, and Director of Financial Services. This Committee will provide broad policy oversight over investments. This policy will be reviewed on an annual basis. Any changes must be approved by the Investment Committee and be reaffirmed by City Council. See Appendix 1 for a Glossary of Investment Terms.

### **II. Scope**

This policy applies to the investment of all the financial assets and funds held by the City. Specific requirements or limitations imposed upon the investment of Bond Proceeds, Debt Service Funds and Debt Service Reserve Funds are located in Section X of this Policy.

### **III. Objectives**

All of the City's funds, regardless of term, shall be invested with the following objectives listed in the order of priority:

1. *Legality* - Funds shall be invested in only those investments permitted by Federal, State and Local law as it relates to public funds, as well as any contractual agreements entered into by the City;
2. *Safety* - Investments shall be undertaken in a manner that seeks to ensure the preservation of capital in the portfolio. Specifically, the City will:
  - a. seek to avoid realizing any loss through the sale or disposal of an investment; and
  - b. seek to mitigate the risk of unrealized losses due to a decline in value of investments held in the portfolio.
3. *Liquidity* - The investment portfolio shall remain sufficiently liquid to meet all cash requirements that may be reasonably anticipated. This shall be accomplished by structuring the portfolio in the following manner:
  - a. The City will purchase investments scheduled to mature in accordance with its anticipated cash needs, in order to minimize the need to sell investments prior to maturity;
  - b. A portion of City Funds will be maintained in cash equivalents, including money market funds, investment pools and overnight securities, which may be easily liquidated without a loss of principal should an unexpected need for cash arise; and
  - c. The portfolio will consist largely of investments with active secondary markets.
4. *Yield* - The City's investment portfolio shall be designed with the objective of maximizing a fair rate of return consistent with the investment risk constraints and cash flow characteristics of the portfolio. The Investment Committee shall establish suitable benchmarks for the measurement of the portfolio's return.

### **IV. Delegation of Authority**

Under the guidance of the Investment Committee, the City's Director of Financial Services is the official charged with collecting, safeguarding and disbursing City funds. In this capacity, and with consensus from the Investment Committee, the Director of Financial Services is responsible for establishing staff roles and responsibilities, considering the quality and capability of staff, selecting investment advisors and consultants involved in investment management, and developing and maintaining appropriate administrative procedures for the operation of the investment program. Examples of key staff roles and responsibilities include, but are not limited to, solicitation of investment offerings, placement of purchase and sell orders, confirmation of trades, preparation of reports and other activities as required for the daily operations of the investment area. The Director of Financial Services is also charged with developing written standard Investment procedures and an asset allocation plan consistent with this policy. Such procedures shall be reviewed and approved by the Investment Committee. Subject to the approval of the Investment Committee and City Council, the Director of Financial Services may employ financial consultants on a contractual basis to assist in the development and implementation of investment procedures and policies, to monitor the effectiveness and continued compliance with such policies and procedures, and to provide guidance in investment matters.

### **V. Standards of Care**

The standard of prudence to be used by investment personnel shall be the "prudent person" standard and shall be applied in the context of managing an overall portfolio. The "prudent person" standard states:

“Investments shall be made with judgement and care – under circumstances then prevailing -which persons of prudence, discretion and intelligence exercise in the management of their own affairs, not for speculation, but for investment, considering the probable safety of their capital as well as the probable income to be derived.”

The Director of Financial Services, and those delegated investment authority under this Policy, when acting in accordance with written procedures and this Investment Policy and exercising due diligence, shall be relieved of personal responsibility for an individual security’s credit risk or market price changes, provided deviations from expectations are reported in a timely manner and appropriate action is taken to control adverse developments.

#### **VI. Ethics and Conflicts of Interest**

Officers and employees of the City involved in the investment process shall refrain from personal business activities that could conflict with the proper execution and management of the investment program, or that could impair their ability to make impartial decisions. Employees and investment officials shall disclose any material interests in financial institutions with which they conduct business and any personal investment positions that could be related to the performance of the investment portfolio. Employees and officers shall refrain from undertaking personal investment transactions with the same individual with whom business is conducted on behalf of the City.

#### **VII. Collateral and Safekeeping Arrangements**

The City’s investments shall be held in safekeeping by a third party and evidenced by safekeeping receipts. As required by Virginia Code, all security holdings with maturities over 30 days may not be held in safekeeping with the “counterparty” to the investment transaction. The Code refers to a counterparty as the issuer or seller of the security and any repurchase agreement provider.

#### **VIII. Competitive Selection of Investment Instruments**

It is desirable to select investments on a competitive basis when possible to ensure that the City receives the best price available on a particular investment and avoids paying excessive fees, mark-ups or other compensation to the provider. A list will be maintained of approved financial institutions and security broker/dealers selected by creditworthiness (e.g. a minimum capital requirement of \$10,000,000 and at least five years of operations). These may include “primary” dealers or regional dealers that qualify under Securities and Exchange Commission (SEC) Rule 15C3- 1 (uniform net capital rule).

All financial institutions and broker/dealers who desire to become qualified for investment transactions will supply the following as appropriate:

- Audited financial statements
- Proof of National Association of Securities Dealers (NASD) certification
- Proof of state registration
- Certification of having read and understood and agreeing to comply with the City of Lynchburg Investment Policy

Under the guidance and oversight of the Investment Committee, the Director of Financial Services shall adhere to the following procedures, with assistance from the City’s Investment Advisor where appropriate, when funds become available for investment to the extent practical:

1. The Director of Financial Services shall determine the class of investment and maturity range most appropriate for investment of the funds available, based upon the anticipated expenditure schedule of the City, the desired asset allocation of the City’s portfolio and the City’s Investment Plan.
2. Offers will be solicited for the selected investment from the list of pre-approved providers as noted above.
3. The Director of Financial Services will accept the offer (or bid, if the City is selling an investment) which provides the highest rate of return or which is otherwise deemed most suitable while complying with this Policy and any other criteria specified in the solicitation of offers.

The City shall retain a record of the offers received, the instruments chosen, and the rationale for making the decision.

From time to time, certain investment dealers may present the City with offers that are attractive for investment. Although the City should endeavor to verify (and document) that the price is “fair”, it may occasionally purchase such a security without a competitive process if the investment is for \$500,000 or less.



Additionally, a competitive process shall not be required for the investment of funds in money market funds, investment pools and overnight securities. However, it shall be the responsibility of the Director of Financial Services to be aware of the yields being offered by various highly liquid investments, and to invest the City's overnight funds in the vehicle(s) which provide a competitive return to the City while complying with this policy and any other criteria established by the Investment Committee or City Council.

**IX. Suitable and Authorized Investments – without exception, only the following investments are suitable and authorized**

**1. Treasury Securities**

Bonds, Notes and Bills issued by the United States Treasury maturing within five years of the date of purchase, or certificates representing ownership of treasury bond principal or coupons payable within five years.

**2. Agency Securities (FHLB, FNMA, FFCB, FHLMC, GNMA)**

Obligations issued and guaranteed as to principal and interest by the Federal Home Loan Bank, the Federal National Mortgage Association, the Federal Farm Credit Bank, Federal Home Loan Mortgage Corporation, or the Government National Mortgage Association, maturing within five years of the date of purchase.

**3. Prime Commercial Paper**

Commercial Paper maturing within 270 days of the day of purchase rated P- 1 or higher by Moody's and A-1 or higher by Standard and Poor's, provided that the issuing corporation has a net worth of \$50 million and its long-term debt is rated A or better by Moody's and Standard & Poor's.

**4. Certificates of Deposit**

Certificates of Deposit maturing within one year and issued by domestic banks rated P-1 by Moody's and A-1 by Standard and Poor's.

**5. Banker's Acceptances**

Banker's Acceptances maturing within 180 days rated P-1 or higher by Moody's and A-1 or higher by Standard and Poor's, provided the issuer is a major domestic bank or the domestic office of an international bank rated AA or higher by Moody's and Standard & Poor's.

**6. Commonwealth of Virginia and Virginia Local Government Obligations**

General Obligations, Insured Obligations or Revenue Bonds secured by Debt Service Reserve Funds not subject to annual appropriation rated AA or higher by Moody's or Standard and Poor's.

**7. Repurchase Agreements**

Repurchase Agreements collateralized by securities approved for investment herein, provided that the counterparty is rate A or better by Moody's and Standard and Poor's and the collateral is held by an independent third party.

**8. Open-End Investment Funds**

Open-end Investment Funds registered under the Securities Act of the Commonwealth or the Federal Investment Company Act of 1940, provided that they invest only in securities approved for investment herein.

**9. Virginia Local Government Investment Pool**

**10. Virginia State Non-Arbitrage Program or other authorized Arbitrage Investment Management programs.**

**X. Suitable and Authorized Investments – Restricted Funds**

Funds defined as sinking funds under the Virginia Code may be invested in items listed in Section IX. 1 and IX.6 above, repurchase agreements collateralized by those investments, and in the Virginia State Non-Arbitrage Program or other authorized Arbitrage Investment Management programs.

**XI. Internal Controls**

Under the guidance of the Investment Committee, the Director of Financial Services will establish and maintain an internal control structure designed to ensure that the assets of the City of Lynchburg are protected from loss, theft or misuse. The internal control structure will be designed to provide reasonable assurance that these objectives set forth herein are met. The concept of reasonable assurance recognizes that (1) the cost of a control should not exceed the benefits likely to be derived and (2) the valuation of costs and benefits requires estimates and judgments by management. The Internal Audit Department shall add this Policy and related Procedures to their Audit Universe for audit consideration. The internal control structure will address the following points:

- Control of collusion
- Separation of transaction authority from accounting and recordkeeping
- Custodial safekeeping
- Avoidance of physical delivery of securities
- Clear delegation of authority to subordinate staff members
- Written confirmation of transactions for investments and wire transfers
- Development of a wire transfer agreement with the lead bank and third-party custodian

**XII. Reporting**

Under the guidance of the Investment Committee, the Director of Financial Services will ensure that a Management Report will be prepared on a quarterly basis. The information from this Report may be derived from the Investment Advisor and/or the Safekeeping Agent, or both, where appropriate. This Report will include information that provides an analysis of the status of the current investment portfolio and whether investment activities during the reporting period have conformed to the investment policy herein. The Report will be presented to the City Council for information and comment. To the extent practical, the report detail may include such items as the following:

- Listing of securities held at the end of the reporting period
- Realized and unrealized gains or losses resulting from appreciation or depreciation
- Average weighted yield to maturity of portfolio on investments compared to benchmarks
- Listing of investment by maturity type
- Percentage of the total portfolio which each type of investment represents

**XIII. Diversification**

The City will endeavor to diversify its investment portfolio to avoid incurring unreasonable risks regarding (i) security type, (ii) individual financial institution or issuing entity, and (iii) maturity. Target asset allocation strategies shall be developed by the Investment Committee to provide guidance as to appropriate levels of diversification.

*Appendix 1: Glossary of Cash Management Terms*

**Accrued Interest** - The accumulated interest due on a bond as of the last interest payment made by the issuer.

**Agency** - A debt security issued by a federal or federally sponsored agency. Federal agencies are backed by the full faith and credit of the U.S. Government. Federally sponsored agencies (FSAs) are backed by each particular agency with a market perception that there is an implicit government guarantee. An example of a federal agency is the Government National Mortgage Association (GNMA). An example of a FSA is the Federal National Mortgage Association (FNMA).

**Amortization** - The systematic reduction of the amount owed on a debt issue through periodic payments of principal.

**Average Life** - The average length of time that an issue of serial bonds and/or term bonds with a mandatory sinking fund feature is expected to be outstanding.

**Basis Point** - A unit of measurement used in the valuation of fixed-income securities equal to 1/100 of 1 percent of yield, e.g., "114" of 1 percent is equal to 25 basis points.

**Bid** - The indicated price at which a buyer is willing to purchase a security or commodity.

**Book Value** - The value at which a security is carried on the inventory lists or other financial records of an investor. The book value may differ significantly from the security's current value in the market.

**Callable Bond** - A bond issue in which all or part of its outstanding principal amount may be redeemed before maturity by the issuer under specified conditions.

**Call Price** - The price at which an issuer may redeem a bond prior to maturity. The price is usually at a slight premium to the bond's original issue price to compensate the holder for loss of income and ownership.

**Call Risk** - The risk to a bondholder that a bond may be redeemed prior to maturity.

**Cash Sale/Purchase** - A transaction which calls for delivery and payment of securities on the same day that the transaction is initiated.

**Collateralization** - Process by which a borrower pledges securities, property, or other deposits for the purpose of securing the repayment of a loan and/or security.

**Commercial Paper** - An unsecured short-term promissory note issued by corporations, with maturities ranging from 2 to 270 days.

**Convexity** - A measure of a bond's price sensitivity to changing interest rates. A high convexity indicates greater sensitivity of a bond's price to interest rate changes.

**Coupon Rate** - The annual rate of interest received by an investor from the issuer of certain types of fixed-income securities. Also known as the "interest rate."

**Credit Quality** - The measurement of the financial strength of a bond issuer to help an investor to understand an issuer's ability to make timely interest payments and repay the loan principal upon maturity. Generally, the higher the credit quality of a bond issuer, the lower the interest rate paid by the issuer because the risk of default is lower. Credit quality ratings are provided by nationally recognized rating agencies.

**Credit Risk** - The risk to an investor that an issuer will default in the payment of interest and/or principal on a security.

**Current Yield (Current Return)** - A yield calculation determined by dividing the annual interest received on a security by the current market price of that security.

**Delivery Versus Payment (DVP)** - A type of securities transaction in which the purchaser pays for the securities when they are delivered either to the purchaser or his/her custodian.

**Discount** - The amount by which the par value of a security exceeds the price paid for the security.

**Diversification** - A process of investing assets among a range of security types by sector, maturity, and quality rating.

**Duration** - A measure of the timing of the cash flows, such as the interest payments and the principal repayment, to be received from a given fixed-income security. This calculation is based on three variables: term to maturity, coupon rate, and yield to maturity. The duration of a security is a useful indicator of its price volatility for given changes in interest rates.

**Fair Value** - The amount at which an investment could be exchanged in a current transaction between willing parties, other than in a forced or liquidation sale.

**Federal Funds** (Fed Funds) - Funds placed in Federal Reserve banks by depository institutions in excess of current reserve requirements. These depository institutions may lend fed funds to each other overnight or on a longer basis. They may also transfer funds among each other on a same-day basis through the Federal Reserve banking system. Fed funds are considered to be immediately available funds.

**Federal Funds Rate** - Interest rate charged by one institution lending federal funds to the other.

**Government Securities** - An obligation of the U.S. government, backed by the full faith and credit of the government. These securities are regarded as the highest quality of investment securities available in the U.S. securities market See "Treasury Bills, Notes, and Bonds."

**Interest Rate** - See "Coupon Rate."

**Interest Rate Risk** - The risk associated with declines or rises in interest rates which cause an investment in a fixed-income security to increase or decrease in value.

**Internal Controls** - An internal control structure designed to ensure that the assets of the entity are protected from loss, theft, or misuse. The internal control structure is designed to provide reasonable assurance that these objectives are met. The concept of reasonable assurance recognizes that 1) the cost of a control should not exceed the benefits likely to be derived and 2) the valuation of costs and benefits requires estimates and judgments by management. Internal controls should address the following points:

1. Control of collusion - Collusion is a situation where two or more employees are working in conjunction to defraud their employer.
2. Separation of transaction authority from accounting and record keeping - By separating the person who authorizes or performs the transaction from the people who record or otherwise account for the transaction, a separation of duties is achieved.
3. Custodial safekeeping - Securities purchased from any bank or dealer including appropriate collateral (as defined by state law) shall be placed with an independent third party for custodial safekeeping.
4. Avoidance of physical delivery securities - Book-entry securities are much easier to transfer and account for since actual delivery of a document never takes place. Delivered securities must be properly safeguarded against loss or destruction. The potential for fraud and loss increases with physically delivered securities.
5. Clear delegation of authority to subordinate staff members - Subordinate staff members must have a clear understanding of their authority and responsibilities to avoid improper actions. Clear delegation of authority also preserves the internal control structure that is contingent on the various staff positions and their respective responsibilities.
6. Written confirmation of transactions for investments and wire transfers -Due to the potential for error and improprieties arising from telephone and electronic transactions, all transactions should be supported by written communications and approved by the appropriate person Written communications may be via fax if on letterhead and if the safekeeping institution has a list of authorized signatures.
7. Development of a wire transfer agreement with the lead bank and third-party custodian – The designated official should ensure that an agreement will be entered into and will address the following points: controls, security provisions, and responsibilities of each party making and receiving wire transfers.

**Inverted Yield Curve** - A chart formation that illustrates long-term securities having lower yields than short-term securities. This configuration usually occurs during periods of high inflation coupled with low levels of confidence in the economy and a restrictive monetary policy.

**Investment Company Act of 1940** - Federal legislation which sets the standards by which investment such as mutual funds, are regulated in the areas of advertising, promotion, performance reporting requirements, and securities valuations.

**Investment Policy** - A concise and clear statement of the objectives and parameters formulated by an investor or investment manager for a portfolio of investment securities.

**Liquidity** - An asset that can be converted easily and quickly into cash.

**Local Government Investment Pool (LGIP)** - An investment by local governments in which their money is pooled as a method for managing local funds.

**Mark-to-market** - The process whereby the book value or collateral value of a security is adjusted to reflect its current market value.

**Market risk** - The risk that the value of a security will rise or decline as a result of changes in market conditions.

**Market Value** - Current market price of a security.

**Maturity** - The date on which payment of a financial obligation is due. The final stated maturity is the date on which the issuer must retire a bond and pay the face value to the bondholder. See 'Weighted Average Maturity.'

**Money Market Mutual Fund** - Mutual funds that invest, solely in money market instruments (short-term debt instruments, such as Treasury bills, commercial paper, bankers' acceptances, repos and federal funds).

**Mutual Fund** - An investment company that pools money and can invest in a variety of securities, including fixed-income securities and money market instruments. Mutual funds are regulated by the Investment Company Act of 1940 and must abide by the following Securities and Exchange Commission (SEC) disclosure guidelines:

1. Report standardized performance calculations.
2. Disseminate timely and accurate information regarding the fund's holdings, performance, management and general investment policy.
3. Have the fund's investment policies and activities supervised by a board of trustees, which are independent of the adviser, administrator or other vendor of the fund.
4. Maintain the daily liquidity of the fund's shares.
5. Value their portfolios on a daily basis.
6. Have all individuals who sell SEC-registered products licensed with a self-regulating organization (SRO) such as the National Association of Securities Dealers (NASD).
7. Have an investment policy governed by a prospectus which is updated and filed by the SEC annually.

**Mutual Fund Statistical Services** - Companies that track and rate mutual funds, e.g., IBCDonoghue, Lipper Analytical Services, and Morningstar.

**National Association of Securities Dealers (NASD)** - A self-regulatory organization (SRO) of brokers and dealers in the over-the-counter securities business. Its regulatory mandate includes authority over firms that distribute mutual fund shares as well as other securities.

**Net Asset Value** - The market value of one share of an investment company, such as a mutual fund. This figure is calculated by totaling a fund's assets which includes securities, cash, and any accrued earnings, subtracting this from the fund's liabilities and dividing this total by the number of shares outstanding. This is calculated once a day based on the closing price for each security in the fund's portfolio. (See below.)  $[(\text{Total assets}) - (\text{Liabilities})] / (\text{Number of shares outstanding})$

**No Load Fund** - A mutual fund which does not levy a sales charge on the purchase of its shares.

**Nominal Yield** - The stated rate of interest that a bond pays its current owner, based on par value of the security. It is also known as the "coupon," "coupon rate," or "interest rate."

**Offer** - An indicated price at which market participants are willing to sell a security or commodity. Also referred to as the "Ask price."

**Par** - Face value or principal value of a bond, typically \$1,000 per bond.

**Positive Yield Curve** - A chart formation that illustrates short-term securities having lower yields than long-term securities.

**Premium** - The amount by which the price paid for a security exceeds the security's par value.

**Prime Rate** - A preferred interest rate charged by commercial banks to their most creditworthy customers. Many interest rates are keyed to this rate.

**Principal** - The face value or par value of a debt instrument. Also may refer to the amount of capital invested in a given security.

**Prospectus** - A legal document that must be provided to any prospective purchaser of a new securities offering registered with the SEC. This can include information on the issuer, the issuer's business, the proposed use of proceeds, the experience of the issuer's management, and certain certified financial statements.

**Prudent Person Rule** - An investment standard outlining the fiduciary responsibilities of public funds investors relating to investment practices.

**Regular Way Delivery** - Securities settlement that calls for delivery and payment on the third business day following the trade date (T+3); payment on a T+1 basis is currently under consideration. Mutual funds are settled on a same day basis; government securities are settled on the next business day.

**Reinvestment Risk** - The risk that a fixed-income investor will be unable to reinvest income proceeds from a security holding at the same rate of return currently generated by that holding.

**Repurchase Agreement** - (repo or RP') - An agreement of one party to sell securities at a specified price to a second party and a simultaneous agreement of the first party to repurchase the securities at a specified price or at a specified later date.

**Reverse Repurchase Agreement** (Reverse Repo) - An agreement of one party to purchase securities at a specified price from a second party and a simultaneous agreement by the first party to resell the securities at a specified price to the second party on demand or at a specified date.

**Rule 2a-7 of the Investment Company Act** -. Applies to all money market mutual funds and mandates such funds to maintain certain standards, including a 13-month maturity limit and a 90-day average maturity on investments, to help maintain a constant net asset value of one dollar (\$1.00).

**Safekeeping** - Holding of assets (e.g., securities) by a financial institution.

**Serial Bond** - A bond issue, usually of a municipality, with various maturity dates scheduled at regular intervals until the entire issue is retired.

**Sinking fund** - Money accumulated on a regular basis in a separate custodial account that is used to redeem debt securities or preferred stock issues.

**Swap** - Trading one asset for another.

**Term Bond** - Bonds comprising a large part or all of a particular issue which come due in a single maturity. The issuer usually agrees to make periodic payments into a sinking fund for mandatory redemption of term bonds before maturity.

**Total Return** - The sum of all investment income plus changes in the capital value of the portfolio. For mutual funds, return on an investment is composed of share price appreciation plus any realized dividends or capital gains. This is calculated by taking the following components during a certain time period. (Price Appreciation) + (Dividends paid) + (Capital gains) = Total Return.

**Treasury Bills** - Short-term U.S. government non-interest bearing debt securities with maturities of no longer than one year and issued in minimum denominations of \$10,000. Auctions of three- and six-month bills are weekly, while auctions of one-year bills are monthly. The yields on these bills are monitored closely in the money markets for signs of interest rate trends.

**Treasury Notes** - Intermediate U.S. government debt securities with maturities of one to 10 years and issued in denominations ranging from \$1,000 to \$1 million or more.

**Treasury Bonds** - Long-term U.S. government debt securities with maturities of ten years or longer and issued in minimum denominations of \$1,000. Currently, the longest outstanding maturity for such securities is 30 years.

**Uniform Net Capital Rule** - SEC Rule 15C3-1 outlining capital requirements for broker/dealers.

**Volatility** - A degree of fluctuation in the price and valuation of securities.

**“Volatility Risk” Rating** - A rating system to clearly indicate the level of volatility and other non-credit risks associated with securities and certain bonds funds. The ratings for bond funds range from those that have extremely low sensitivity to changing market conditions and offer the greatest stability of the returns (“aaa” by S&P; “V- 1” by Fitch) to those that are highly sensitive with currently identifiable market volatility risk (“ccc”- S&P, “V-10” by Fitch).

**Weighted Average Maturity (WAM)** - The average maturity of all the securities that comprise a portfolio. According to SEC rule 2a-7, the WAM for SEC registered money market mutual funds may not exceed 90 days and no one security may have a maturity that exceeds 397 days.

**When Issued (WI)** - A conditional transaction in which an authorized new security has not been issued. All “when issued” transactions are settled when the actual security is issued.

**Yield** - The current rate of return on an investment security generally expressed as a percentage of the security’s current price.

**Yield-to-call (YTC)** - The rate of return an investor earns on a bond assuming the bond is redeemed (called) prior to its nominal maturity date. **Yield Curve** - A graphic representation that depicts the relationship at a given point in time between yields and maturity for bonds that are identical in every way except maturity. A normal yield curve may be alternatively referred to as a positive yield curve.

**Yield-to-maturity** - The rate of return yielded by a debt security held to maturity when both interest payments and the investor’s potential capital gain or loss are included in the calculation of return.

**Zero-coupon Securities** - Security that is issued at a discount and makes no periodic interest payments. The rate of return consists of a gradual accretion of the principal of the security and is payable at par upon maturity.



June 30, 2001

Unaudited

Source: *Comprehensive Annual Financial Report* for Fiscal Year ended June 30, 2001

Date of Incorporation	1805
Date of Independent City Status	1852
Form of Government	Council-Manager
Number of employees (excluding police and fire):	
Classified	762
Exempt	291
Area in square miles	50.107 square miles
City of Lynchburg facilities and services:	
Miles of Streets	312
Number of street lights	9,444
Number of traffic signals	110
Culture and recreation:	
Community Centers	7
Parks	12
Park acreage	835 <sup>(1)</sup>
Swimming Pools	1
Tennis Courts	40 <sup>(2)</sup>
Gymnasiums	7
Fire protection:	
Number of stations	8
Number of fire personnel and officers	186
Number of calls answered	528 per month (est.) <sup>(3)</sup>
Number of inspections conducted	1,436
Police protection:	
Number of stations	1
Number of police personnel and officers	216
Number of patrol units	45
Number of law violations:	
Physical arrests	7,403
Traffic violations	12,496
Parking violations	8,519
Sewage system:	
Miles of sanitary sewers	450
Number of service connections	17,300
Daily average treatment in gallons	13 million
Maximum daily capacity of treatment plant in gallons	22 million
Water System:	
Miles of water mains	400
Number of service connections	21,386
Number of fire hydrants	2,274
Daily average consumption in gallons	12 million
Maximum daily capacity of plant in gallons	26 million
Education:	
Number of elementary schools	12
Number of elementary school instructors	364
Number of secondary schools	5
Number of secondary school instructors	376
Number of community colleges	1
Number of universities	4
Facilities and service not included in the reporting entity:	
Hospitals:	
Number of hospitals	2
Number of patient beds	769

(1) Including Blackwater Creek Natural Area.

(2) 10 Locations with a total of 40 courts – including schools.

(3) Fire calls only, not EMS

## CITY OF LYNCHBURG, VIRGINIA

PROPERTY TAX RATES – PER \$100 OF ASSESSED VALUATION  
LAST TEN FISCAL YEARS

## UNAUDITED

<u>Fiscal Year</u>	<u>Real Estate</u>	<u>Personal Property</u>	<u>Machinery and Tools</u>
2002	\$1.11	\$3.30	\$3.00
2001	\$1.11	\$3.30	\$3.00
2000	\$1.11	\$3.30	\$3.00
1999	\$1.11	\$3.30	\$3.00
1998	\$1.11	\$3.30	\$3.00
1997	\$1.11	\$3.30	\$3.00
1996	\$1.13	\$3.30	\$3.00
1995	\$1.16	\$3.30	\$3.00
1994	\$1.16	\$3.30	\$3.00
1993	\$1.18	\$3.30	\$3.00
1992	\$1.18	\$3.30	\$3.00

## Notes:

- (1) Assessed value is as of January 1 of the previous fiscal year.  
 (2) Real estate and machinery and tools are assessed at 100% of fair market value.  
 (3) Effective July 1, 1989, personal property is assessed at 100% of average trade-in value.

Personal Property is assessed at 100% of fair market value.

Sources: City of Lynchburg, Director of Finance, Real Estate Assessor, and Commissioner of Revenue.

Source: *Comprehensive Annual Financial Report* For the fiscal year ended June 30, 2001